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ORGANIZATION AND FUNCTIONS OF RESEARCH BUREAUS IN CITY SCHOOL SYSTEMS

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In the year 1924 the Office of Education published a leaflet by Elise H. Martens,[1] setting forth the development, organization, and functioning of research bureaus in city school systems. At that time, from questionnaires sent to city school systems, information was obtained concerning 50 organized research bureaus. Since then the movement has developed so rapidly that it has seemed desirable to collect similar data bringing Miss Martens's study up to date in certain particulars. Accordingly, in November, 1930, cards were sent to all cities of 10,000 population and over, requesting information concerning this recent movement in education. The facts here set forth are the results of this questionnaire. Although in many cases the answers received were indefinite and incomplete, still sufficient material was obtained to make its publication worth while.

It is true that a number of cities are doing research work in education without organized bureaus of educational research. However, we have included in this summary only those cities which apparently have such bureaus. A total of 118 cities is listed, over twice as many as the number listed in the earlier study.[2] Of this number, 24 are in cities of from 10,000 to 30,000 population; 12 in cities of from 30,000 to 50,000; 31 in cities of from 50,000 to 100,000; and 52 in cities of 100,000 population and over.

[1] Organization of Research Bureaus in City School Systems, by Elise H. Martens. U. S. Office of Education, City School Leaflet No. 14, January, 1924.

[2] Pueblo, Colo., having two school systems, is credited with two organized bureaus of research, bringing the total number of bureaus to 119.

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Fifty-eight of these bureaus, nearly 50 per cent, have been organized during the past six years, from 1925 to 1930, inclusive. Too much significance, however, should not be attached to the dates of organization as given in Table 5, as bureaus have frequently been established, have functioned for a time, and have been discontinued, only to be reorganized later under new names, with new dates of organization. In the footnotes to Table 5 a few instances in which the foregoing occurred are mentioned. Doubtless other cases exist. Therefore, while the dates of organization are sometimes misleading, nevertheless they do show the general trend and growth of the movement during different periods of time from 1912, when the first bureau of which this office has record was founded, to 1930. Table 1 shows the number of bureaus organized each year by population groups. The year 1925, with 13 bureaus organized, seems to have been the year of greatest activity, with 1927, 1928, and 1929 following, with 11 bureaus each.

TABLE 1.—*Number of bureaus organized each year by population groups*

Date organized	10,000 to 30,000	30,000 to 50,000	50,000 to 100,000	100,000 and over	Total
1912				2	2
1914	1			6	7
1916		1			1
1917	1			5	6
1918			1	2	3
1919			2		2
1920	1	1	2	1	5
1921	1	1		3	5
1922	1		4	2	7
1923	2		2	5	9
1924		2	2	5	9
1925	2	1	8	2	13
1926	2	1	1	2	6
1927	1	2	3	5	11
1928	4	1	1	5	11
1929	4	1	2	4	11
1930	4		2		6
Total	24	11	30	49	[1] 114

[1] 5 did not report date of organization.

As an index to the growth of the movement in certain population groups, there is listed in Table 2 the number of cities reporting research bureaus in 1922 and in 1930.

TABLE 2.—*Number of cities reporting research bureaus in 1922 and 1930*

Size of city	1922 [1]	1930
10,000 to 30,000	10	24
30,000 to 50,000	5	12
50,000 to 100,000	5	31
Over 100,000	29	52
Total	49	119

[1] U. S. Office of Education, City School Leaflet No. 14, January, 1924.

Much variety exists in the names of the bureaus themselves, probably due to the nature of the chief functions with which each is concerned, as, for instance, bureau of research, bureau of curriculum, division of methods and research, department of testing and guidance, and statistical department. The variety of terminology and the number of instances in which each term is used by different cities are given in Table 3.

TABLE 3.—*Terminology used in designating the names of the bureaus*

Research:	
Research	39
Educational research	9
Reference and research	2
Educational research and results	1
Psychology and educational research	1
Research and attendance	1
Research and auxiliary agencies	1
Research and child accounting	1
Research and efficiency	1
Research and publicity	1
Research and service	1
Research, attendance, and census	1
Research in elementary schools	1
School research	1
Department of assistant superintendent and director of research	1
Guidance:	
Research and guidance	9
Guidance	2
Guidance, records, and reference	1
Research and student personnel	1
Child study and welfare:	
Child study	2
Research and child welfare	2
Testing:	
Tests and measurements	12
Research and testing	3
Educational investigation and measurements	1
Educational measurements	1
Measurements and standards	1
Psychological measurements	1
Testing and guidance	1
Tests and examinations	1
Tests and surveys	1
Curriculum:	
Curriculum	3
Curriculum study and research	2
Methods and curriculum	2
Instructional research:	
Instruction	2
Instructional research	1
Methods and research	1
Administrative instruction and research	1
Statistics:	
Statistics and research	4
Statistics	1
Reference, research, and statistics	1

The name most generally used is naturally bureau of research or some variation of it, as for example, educational research, reference and research, etc. Testing, with its variations, and guidance and instructional research, with their variations, follow in the frequency of usage. The combinations used in the names of the bureaus as set forth in the table above show the numerous activities in which these organizations are engaged.

As the cards sent out in November, 1930, were very brief, only seven functions for checking could be enumerated thereon. Directions were given to indicate major functions by a double check. Table 4 shows the number of cities by population groups reporting each of these seven functions, first, as one of their functions, and, second, as a major function. Of 112 cities reporting testing as one of the functions, 74 reported it as a major function. Improvement of instruction was reported by 93 as one function, of which number 38 listed it as a major function. Of 88 cities reporting surveys as one of the functions, 24 checked it as a major function. Other activities listed in the order of the number of cities reporting them are: Experimental studies, curriculum making, guidance, and finance studies. Among the functions mentioned by some cities under the designation "others" on the questionnaire were special classes, test

construction, pupil classification, child accounting, building studies, administration, educational publicity, mental hygiene, and answering questionnaires.

TABLE 4.—*Number of cities reporting various functions by population groups*

Functions	Number of cities reporting each function as 1 function					Number of cities reporting each function as a major function				
	10,000 to 30,000	30,000 to 50,000	50,000 to 100,000	100,000 and over	Total	10,000 to 30,000	30,000 to 50,000	50,000 to 100,000	100,000 and over	Total
Testing	23	11	31	47	112	12	8	21	33	74
Improvement of instruction	17	10	27	39	93	9	7	6	16	38
Surveys	18	9	23	38	88	2	2	4	16	24
Experimental studies	11	6	20	42	79	-------	1	5	8	14
Curriculum making	12	10	20	30	72	4	6	6	9	25
Guidance	11	8	10	25	54	6	1	6	9	22
Finance studies	1	7	11	22	41	-------	2	1	4	7
Others	1	3	5	20	29	-------	1	3	5	9

In many of the cities listed in Table 5 the staff is composed of both full-time and part-time research workers, one city having as many as 48 full-time workers, while in another city there is perhaps only one full-time worker or several part-time workers.

The information given in the accompanying table shows the present situation in regard to organized research bureaus in city school systems, as to their functions and staff. It reveals the rapidity with which research bureaus are becoming a significant factor in school systems, and therefore may be of interest to cities contemplating the organization of such bureaus as well as to those school systems which have already found them necessary.

TABLE 5.—*Organization and functions of city research bureaus*

GROUP I.—CITIES OF FROM 10,000 TO 30,000 POPULATION

[Double check (xx) signifies functions of major importance]

City	Population, 1930	Date organized	Name of bureau	Director	Staff		Functions							
					Full time	Part time	Testing	Curriculum making	Guidance	Surveys	Improvement of instruction	Experimental studies	Finance studies	Others
CALIFORNIA														
Alhambra	29,472	1923	Division of educational research and guidance.	Helen V. Hood	2	10	xx		xx	x	x			
Pomona	20,804	1923	Department of educational research and guidance.	Phebe Sheldon	1	1	xx		xx	x		x		
COLORADO														
Greeley	12,203	1928	Statistical department	Hattie Yardley	1		x	x		x	x	x		
ILLINOIS														
Blue Island	16,534	1930	Research department	C. B. Price	1		xx	x			xx			
Maywood	25,829	1930	Department of research	Marian Canfield	1	1	x	x	x	x	x			
INDIANA														
Bloomington	18,227	1930	Department of research and testing	Frank L. Templeton	1		x		x	x		x		
Michigan City	26,735	1926	Division of testing and research	Virginia Chandler	1		xx			xx				
KANSAS														
Arkansas City	13,946	1917	Department of standard tests and measurements.	Ernestine Leasure	1		x	x			x			
Leavenworth	17,466	1914	Department of tests and measurements.	Mary M. Pfefferkorn			x				x			
MASSACHUSETTS														
Belmont	21,748	1928	Department of tests and measurements.	Eleanor Hayes	1		xx							
Greenfield	15,500	1929	Division of research and guidance	F. W. Porter	3		xx	xx	xx		xx			

TABLE 5.—*Organization and functions of city research bureaus*—Continued

GROUP I.—CITIES OF FROM 10,000 TO 30,000 POPULATION—Continued

City	Population, 1930	Date organized	Name of bureau	Director	Staff		Functions							
					Full time	Part time	Testing	Curriculum making	Guidance	Surveys	Improvement of instruction	Experimental studies	Finance studies	Others
MICHIGAN														
Ironwood	14,299	1920	Department of tests and examinations.	Grace E. Peebles	1		xx			x				
Wyandotte	28,368	1926	Division of instructional research		1		x	x		x	xx	x		
MONTANA														
Great Falls	28,822	1930	Department of guidance and research	Edward N. Tisdale	1	4	xx		xx	x	xx	x		
NEW HAMPSHIRE														
Berlin	20,018	1922	Research department	Blanche Cunningham	1	1	x		xx		xx			
NEW JERSEY														
Rahway	16,011	1928	Division of educational research	A. L. Perry	1		x	x	x	x	x			
West Orange	24,327	1928	Division of child study	Ruth Gray	3		xx		x	x	xx	x		
NORTH DAKOTA														
Fargo	28,619	1929	Division of statistics and research	Elizabeth Alsop	1					x		x	x	
OKLAHOMA														
Enid	26,399	1925	Department of research	Helen Mellott	1	2	xx	x		xx	xx	x		
Shawnee	23,283	1927	Research department	Shay Hunt		2	xx	xx	x	x	xx			
PENNSYLVANIA														
Wilkinsburg	29,539	1929	Guidance department	Edward F. Ege	1		x	x	xx	x	x	x		x
SOUTH DAKOTA														
Aberdeen	16,465	1929	Research offices	Charles J. Dalthorp	1	2	xx	xx		x	xx	x		

TENNESSEE														
Johnson City	25,080	1925	Committee on curriculum	C. E. Rogers		1	x	xx		x				
WEST VIRGINIA														
Morgantown	16,186	1921	Division of tests and measurements	Mildred Evans	1		x			x	x	x		

GROUP II.—CITIES OF FROM 30,000 TO 50,000 POPULATION

ARIZONA														
Phoenix	48,118	1927	Research department	Everett Johnson	3		xx	xx			xx			
CALIFORNIA														
Alameda	35,033	1926	Research department	L. Hewitt	2		x	xx	x	x	xx			
San Bernardino	37,481		Department of research and child welfare.	Hollis P. Allen			xx	x	x		xx	x	x	x
Santa Barbara	33,613	1927	do	R. R. Hutchings	1		xx	xx	x	x			xx	x
Santa Monica	37,146	1924	Department of research	J. Harold Williams	3	3	xx	xx	x	xx	xx	x	x	
COLORADO														
Colorado Springs	33,237	1920	Department of measurements and standards.	Frances Hawley	2		x			x	x	x	x	
INDIANA														
Muncie	46,548	1928	Department of educational research	T. B. Colvert	2	1	xx	x	xx	x	xx	x	xx	
MICHIGAN														
Battle Creek	43,573	1916	Educational research department	Eldon C. Geyer	3		xx	x	x	xx	x	x	x	
NEW JERSEY														
Kearny	40,716	1929	Division of tests and measurements	Dorothy Gray	1		xx			x	xx			
Montclair	42,017	1924	Bureau of reference and research	Edmund L. Tink	[1] 2			xx					x	xx
NORTH CAROLINA														
Charlotte	32,675	1925	Bureau of research	Estelle Rawl		1	x	x	x	x	x			
WISCONSIN														
West Allis	34,671	1921	Department of tests and measurements.	H. B. Nash	3		xx	xx	x	x	xx	xx		

Footnotes at end of table.

TABLE 5.—*Organization and functions of city research bureaus*—Continued

GROUP III.—CITIES OF FROM 50,000 TO 100,000 POPULATION

City	Population, 1930	Date organized	Name of bureau	Director	Staff		Functions							
					Full time	Part time	Testing	Curriculum making	Guidance	Surveys	Improvement of instruction	Experimental studies	Finance studies	Others
CALIFORNIA														
Berkeley	82,109	1919	Bureau of research and guidance	Virgil E. Dickson	5	14	xx	x	xx	x	x	xx	x	xx
Fresno	52,513	1923	Research department	W. B. Munson		3	x			x	x	x	x	
Glendale	62,736	1924	Department of research	Norman R. Whytock	2		xx	x		xx	x		x	
Pasadena	76,086	1922	Bureau of administrative investigation and research.	W. H. Hughes	4	1	xx	x		xx	xx	xx	x	
Sacramento	93,750	1927	Department of research and student personnel.	James F. Bursch	2		xx		xx	x		x	xx	xx
COLORADO														
Pueblo	50,096	1923	District No. 1—Educational research department.	Clara M. Jacobs	1		xx		x	x	x			
			District No. 20—Research department.	Violet Fuller	2		xx	x		x				
CONNECTICUT														
New Britain	68,128	1920	Bureau of tests and surveys	Ruth Kimbal	1	Clerk.	x							
ILLINOIS														
Cicero	66,602	1925	Department of research, J. S. Morton high school.	Walter S. Pope	1	5	xx	x		x	x	x		
Oak Park	63,982	1925	Division of methods and research	Ethel M. Burris	3		xx	x		x	x	xx		
INDIANA														
East Chicago	54,784	1922	Division of tests and measurements	A. C. Senour	1	1	xx	x		x	x	x		
MASSACHUSETTS														
Holyoke	56,537	1930	Department of research and guidance	Lloyd P. Young	1	1	xx	xx	xx		x		x	
Medford	59,714	1925	Department of research	Albert T. Lane			xx		xx	x	x	x	x	

MICHIGAN														
Dearborn-Fordson	50,358	1927	Bureau of research and statistics	Vernon E. Chase	3	1	xx			x	x	xx	x	
Hamtramck	56,268	1927	Department of instruction			10	x	xx	x	x	xx	x	x	
Kalamazoo	54,786	1922	Research department	Russell Doney	1		xx	xx		xx	x	x		xx
Lansing	78,397	1922	Department of tests and measurements.	F. C. Aldinger	1		x							
MISSOURI														
Springfield	57,527	1929	Curriculum committee	C. B. Manley	1	2	x	xx			x			
NEBRASKA														
Lincoln	75,933	1918	Department of measurements and research.	T. V. Goodrich	2	1	x	x	x	x	x	x	x	
NEW YORK														
Binghamton	76,662	1930	Division of instruction	Donald M. Tower	3		xx	xx		x	xx	x		
New Rochelle	54,000	1925	Division of psychological measurements.	Ralph W. Walter	1	2	xx			x	x	x		
Niagara Falls	75,460	1925	Supervisor of research and guidance	Harris C. Allen	3	1	xx		xx		xx	x		
Schenectady [2]	95,692	1924	Division of research and child accounting.	Arthur L. Maxon	8	1	xx	x		xx	x	xx	x	x
PENNSYLVANIA														
Johnstown	66,993	1929	Department of tests and measurements.	W. C. Davis	1		x	x			x			
Lancaster	59,949	1925	Department of research	S. E. Munson		1	xx	x	x	x	x	x		x
Wilkes-Barre	86,626	1928	Guidance department	Joseph Miller	4		x	x	xx	x	x	x		
York	55,254	1920	Division of educational measurements.	Minerva F. Desing	1		x				x			
TEXAS														
Beaumont	57,732	1919	Supervisor of tests and measurements	Clara Mallory		2	xx	xx		x	xx	x		
Port Arthur	50,902	1926	Research department	Helen Bobo	4		xx				xx			
WEST VIRGINIA														
Wheeling	61,659	1925	Department of research	Betty Tracey	2		xx	x		x	x	x		
WISCONSIN														
Kenosha	50,262	1925	Division of methods and curriculum	Mae Kilcullen	1		x	x		x	x			

GROUP IV.—CITIES OF 100,000 POPULATION AND OVER

ALABAMA														
Birmingham	259,678	1922	Research department	W. E. Putnam		4				xx		x	x	xx

Footnotes at end of table.

TABLE 5.—*Organization and functions of city research bureaus*—Continued

GROUP IV.—CITIES OF 100,000 POPULATION AND OVER—Continued

City	Population, 1930	Date organized	Name of bureau	Director	Staff		Functions							
					Full time	Part time	Testing	Curriculum making	Guidance	Surveys	Improvement of instruction	Experimental studies	Finance studies	Others
CALIFORNIA														
Long Beach	142,032	1917	Department of research	Ernest P. Branson	8		x		x	x		x	x	x
Los Angeles	1,238,048	1918	Division of psychology and educational research.	Elizabeth L. Woods	25	2	xx	x	xx	x	xx	x		x
Oakland [3]	284,063	1917	Department of research and auxiliary agencies.	Richard E. Rutledge	4		xx	xx	xx	xx		x	x	x
San Diego	147,995	1927	Division of research and curriculum	Chas. R. Tupper	1	2	x	xx	x	xx	x	x	xx	x
San Francisco	634,394	1924	Department of educational research and service.	Robt. F. Gray	6		xx	x		xx	x	xx	x	x
COLORADO														
Denver [4]	287,861	1927	Department of research	Chas. E. Greene	8	1	x		x	x	x	x	x	x
CONNECTICUT														
Hartford	164,072		Research bureau	Amos C. Hoyt	2					x	x	x	x x	
DELAWARE														
Wilmington	106,597	1922	Department of research, attendance, and census.	Zenas R. Clark	[5] 10		x				x		x	x
DISTRICT OF COLUMBIA														
Washington	486,869	1923	Division of educational research	Jessie LaSalle	8	Varies.	xx		x	xx	xx			
GEORGIA														
Atlanta	270,366	1917	Division of testing and guidance	H. H. Bixler	2	1	xx	x	xx	x	x	x		x

ILLINOIS													
Chicago [6]	3,376,438	1928	Bureau of curriculum	Eston V. Tubbs	5	1		xx			xx	xx		
INDIANA														
Fort Wayne	114,946	1921	Bureau of tests and measurements	Flora E. Wilber	3	7	xx				xx	x		
Indianapolis	364,161	1920	Division of research	Frieda Herbst, acting	2		xx				x	x		
KANSAS														
Kansas City	121,857	1923	Department of research	F. L. Schlagle		3	xx	xx		x	xx			
KENTUCKY														
Louisville	307,745	1914	Bureau of research	E. C. Blom	3		x			x	x	x		x
MARYLAND														
Baltimore	804,874	1912	Bureau of educational research	John L. Stenquist	11		xx	x		xx	xx	x	x	x
MASSACHUSETTS														
Boston	781,188	1914	Department of educational investigation and measurements.	Arthur W. Kallom	3	Varies.	xx		xx	x	xx	x	x	x
Fall River	115,274		Research department	Anna L. Beckett	2	3	xx	xx	x					
Lynn	102,320	1927	Department of research and statistics	Vacant	3		x	x			x	x		x
Springfield	149,900	1924	Department of guidance and research	Harold P. Thomas	1		x		x				x	
MICHIGAN														
Detroit	1,568,662	1914	Department of research	Paul T. Rankin; W. G. Bergman, asst.	4		x		x	x	xx	xx		
Flint	156,492	1923	Department of research and statistics	L. D. Lundberg	1	Clerk.	x	x		xx	xx	xx	x	x
MINNESOTA														
Minneapolis	464,356	1929	Division of curriculum research	Prudence Cutright	4		x	x			x			
St. Paul	271,606	1917	Division of research	E. E. Everly	3		xx	x	x					xx
MISSOURI														
Kansas City	399,746	1914	Bureau of research and efficiency	Vacant	2		x		xx	xx		x		
St. Louis	821,960	1921	Division of tests and measurements	George R. Johnson	[7] 6		xx			x		x		xx
NEBRASKA														
Omaha	214,006	1917	Bureau of educational research	Leon O. Smith		1	xx	x			x			

Footnotes at end of table.

TABLE 5.—*Organization and functions of city research bureaus*—Continued

GROUP IV.—CITIES OF 100,000 POPULATION AND OVER—Continued

City	Population, 1930	Date organized	Name of bureau	Director	Staff		Functions							
					Full time	Part time	Testing	Curriculum making	Guidance	Surveys	Improvement of instruction	Experimental studies	Finance studies	Others
NEW JERSEY														
Jersey City	316,715	1929	Department of research and publicity	K. L. Thompson	1		xx	x		xx	xx	x		
Newark	442,377	1912	Department of reference and research	Eugene S. Farley	10		xx	x		xx	x	xx	x	
Trenton	123,356	1921	Bureau of research	Clarence E. Howell		3	x			x	x	x	x	
NEW YORK														
Albany	127,412	1928	Division of research	John H. Kingsley	6	1	xx	x	xx	xx		x		xx
New York	6,930,446	1914	Bureau of reference, research, and statistics.	Eugene A. Nifenecker	48		xx			x	x	xx	xx	xx
Syracuse	209,326	1929	Research department	Harry P. Smith	3		x			x		x	x	
OHIO														
Akron [8]	255,040	1928	Department of guidance, records, and reference.	R. H. Erwine	2		xx		x	x			x	
Cincinnati [9]	451,160	1929	Bureau of school research	Douglas E. Scates	2	1								
Cleveland	900,429	1914	Bureau of educational research		3	1	xx	xx	x		xx	x		
Toledo	290,718	1924	Research department	Harriett Hinman	3	1	xx	x	x	x	x	x	x	
OKLAHOMA														
Oklahoma City	185,389	1923	Department of research	C. L. Cushman	1		x	x	x	x	x	x	x	
Tulsa	141,258		Research department	Frank R. Pauly	[7] 3	1	xx			xx	x	x	xx	
OREGON														
Portland	301,815	1925	Department of research	B. W. DeBusk	6	2	xx	xx	xx	xx	xx	x		x
PENNSYLVANIA														
Erie	115,967	1923	Child study department	Zoe I. Hirt	4		xx		x	x	x	x		
Philadelphia	1,950,961	1925	Division of educational research and results.	Philip A. Boyer	5		xx	x		xx	xx	x		

Pittsburgh [10]	669,817	1926	Division of curriculum study and research.	David R. Sumstine	3		xx	xx		x	x	xx		
Reading	111,171	1928	Department of research	Thomas H. Ford	3		xx	x	x	x	x	x		
RHODE ISLAND														
Providence	252,981	1918	Department of research and guidance	Richard D. Allen	14	1	xx		xx	xx	x	x		
TENNESSEE														
Memphis	253,143	1927	Division of research and attendance	Kenneth W. Warden	5	5	xx	x	x	xx	x	x	x	
TEXAS														
El Paso	102,421	1927	Department of assistant superintendent and director of research.	W. A. Stigler	2	Varies.	xx	x	x	x	xx	x		
Houston	292,352	1924	Research department	W. W. Kemmerer	6	2	xx	xx		x		x	x	x
VIRGINIA														
Norfolk	129,710	1926	Division of research in elementary schools.	Lucy S. Saunders				x			xx	x		
Richmond	182,929	1924	Research department	Clyde Busby	3	1	xx	x			xx	x		
WASHINGTON														
Tacoma	106,817	1928	Department of educational research	Jennie M. Reed	1		xx	x	xx	x	x	xx		

[1] Including secretary.
[2] Had a bureau of research organized in 1913.
[3] Had a bureau of research and guidance organized in 1914.
[4] Had a research bureau organized in 1921.
[5] Including 5 attendance officers.
[6] Had a bureau of standards and measurements organized in 1917.
[7] Including 2 clerks.
[8] Had a bureau of research organized in 1920.
[9] Had a vocational bureau organized in 1916.
[10] Had a bureau of research and measurements organized in 1918.

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